

# DISTRICT ADMINISTRATION

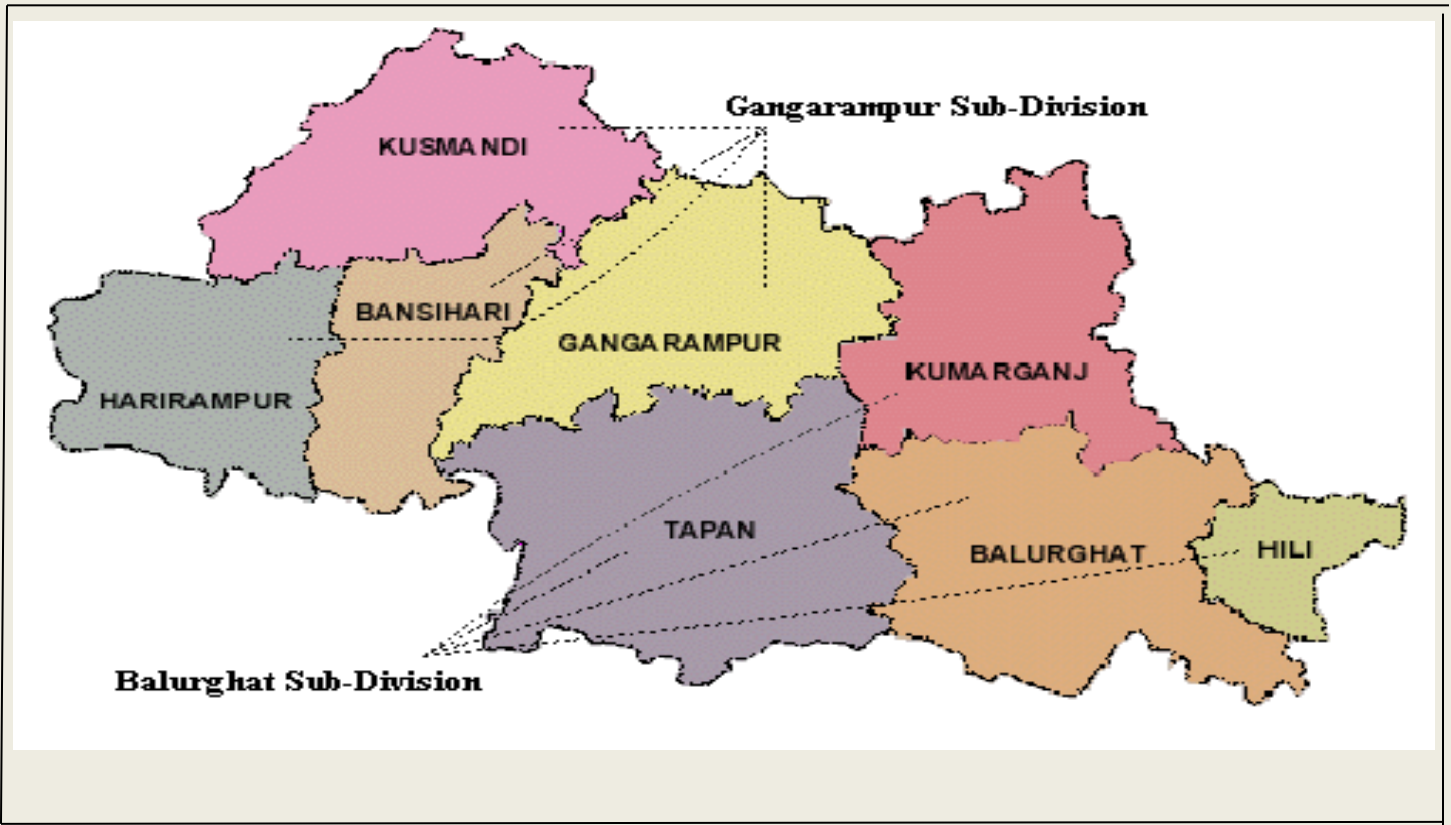
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## ORGANIZATIONAL STRUCTURES & FUNCTIONS

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## ADMINISTRATIVE DIVISION



## GEOGEOGRAPHICAL MAP



## **INTRODUCTION**

Historically the district, in some form or the other has been the most important unit of administration in the Indian sub-continent. The evolution of district administration in Mughal times and those of the East India Company has to be understood in light of the fact that neither had a legislative wing .Executive commands originated from the Emperor or the Governor General, or from the provincial governors, and were executed by the sub- provincial authorities, howsoever designated.

The British Parliament was the first legislature in respect of India in modern times and enactments created and gave substance to the district head of administration, known variously as the Collector (in respect of revenue administration), the District Magistrate (in respect of administration of criminal justice) or the Deputy Commissioner (in respect of General Administration and special functions/powers under local tenancy laws.

Until the 73<sup>rd</sup> and 74<sup>th</sup> amendments to the Constitution, the governance structure of India was two-tiered comprising the Union Government and the State Governments. After Independence, the single greatest accretion to the responsibilities of the district administrator came through expansion of rural development programmes. As the number of activities, institutions and departments involved in rural development increased, the coordinating and synthesizing role of the Collector in the development efforts of the government assumed greater importance.

With the constitutionally mandated establishment of Panachayati Raj Institutions and Municipal bodies, it has become necessary to re-examine and re-define the role of the district administration. It is imperative that the devolution of decision making to local levels should face no impediments. It is equally imperative that the unique administrative experience, expertise and credibility of the office of the District Collector built up over a period of two

hundred years is properly utilized.

## *DAKSHIN DINAJPUR : AT A GLANCE*

West Dinajpur District was created out of the erstwhile Dinajpur district in 1947 at the time of partition of India. The rest of the Dinajpur district is now in Bangladesh. The West Dinajpur district was enlarged in 1956 at the time of reorganisation of the State with the addition of some areas of Bihar. The district was bifurcated into Uttar Dinajpur and Dakshin Dinajpur on 01.04.1992. The erstwhile Balurghat Sub-Division along with Bansihari and Kushmandi Blocks (which were in Raigunj Sub-Division prior to the bifurcation) comprise the new district. Area of the district is 2219 sq. km. It is predominantly an agricultural district with large area of land being under cultivation.

Dakshin Dinajpur does not have any large scale industry. The first industry in medium scale sector got off to a start in the district in November, 2003. Transport and Communication facilities are not very satisfactory. New railway line has been laid between Eklakhi and Balurghat, the district headquarter. Train services has been started on 30.12.2004. There is one State Highway with only 3 KM of National Highway no. 34 falling within the district. Bengali is the principal language of the district. The principal communities are Hindus and Muslims and they constitute the major portion of the population.

## Demography

- Population : (Census 2011)

Total Population	16,70,931
Male	8,55,104
Female	8,15,827
Population density:	753 per Sq.km.
Population growth rate over the decade 2001 – 2011	11.16%
Sex Ratio :	954
Percentage of Literacy	73.86%

- ◆ Distribution of weaker section of population: (Census 2001)

Category	Total	% of Total Population
Scheduled Caste population	4,32,600	28.78%
Scheduled Tribes population	2,42,317	16.12%

Landless labourers	1,42,369	11.70%
Bargadars	72,059	5.90%
Patta Holders	1,07,373	8.80%

Literacy Rate:(Census 2011)

Total Population	16,70,931	Percentage of Literacy	73.86%
Male Population	8,55,104	Male Literacy	79.63%
Female Population	8,15,827	Female Literacy	67.81%

◆ Administrative structure:

- Sub-Divisions : 2 (two) Balurghat (Sadar) Sub-Division , Gangarampur at Buniadpur.
- Blocks : Balurghat ,Hili ,Kumarganj ,Tapan, Gangarampur, Kushmandi, Banshihari , Harirampur
- Gram Panchayats : 65, Gram Sansad : 1005, Identified Backward Village :

- Municipalities : 2(two) Balurghat (25 Wards), Gangarampur (18 Wards)
- Road [(PWD & PWD(Roads)] : 400Kms

Block-wise Population:

Name of the Block	Population
Balurghat	2,28,736
Hili	77,250
Kumarganj	1,53,042
Tapan	2,26,136
Gangarampur	2,05,540
Bansihari	1,22,091
Kushmandi	1,75,086
Harirampur	1,24,927

Municipality-wise population:

Name of the Municipality	Population
Balurghat Municipality	1,35,737
Gangarampur Municipality	53,533

The total quantum of land is 1,75,620 hectares, out of which 80785.2 hectares is irrigated. The average irrigated area is 46% only. Thus, the crops depend largely on the whims and fancies of nature, particularly during monsoon. This district is flood-prone, which occurs almost every year. On the other hand, sometimes drought hits and the cultivators cry hoarse for water.

The Administration at the District level is the cutting edge of the public administration system in the country. Be it the issue of ration or electoral identity cards, procurement of food grains, implementation of employment guarantee schemes, supply of drinking water, mutation of land records, Functioning of primary schools and health care centres or control of Epidemics.

In the country-side, it is the instrumentalities of the District administration with which citizens have to interact. The institutions of the District administration exist primarily to provide abovementioned services to the citizens.

The overall administrative structure presently prevailing at the district levels in the country consists of the following three components.

- (A) Administration of regulatory functions under the leadership of the Collector and District Magistrate, such as law and order, land revenue / reforms, excise, registration, treasury, civil supplies and social welfare. This domain also includes oversight over primary departments of the government e.g. agriculture, animal husbandry, and primary and school education.
- (B) District level offices of the line departments of the State Government and their agencies, such as PWD, irrigation, health, industries etc. which have had stronger accountability relationship with the State headquarters rather than with the District Collector.
- (C) Local bodies (Panchayati Raj Institutions and Municipal bodies) which, after the 73rd and 74th amendment of the Constitution, have become the third tier of government and are to be empowered to handle subjects pertaining to

development of the local areas as illustratively listed in the Eleventh and Twelfth Schedule of the Constitution.

The post of District Collector has been the most important feature of field administration in India.

The District Collector is the head of the government at the district level, responsible for a diverse portfolio of functions ranging from delivery of essential services, land revenue administration, execution of rural development programmes, disaster management, maintenance of law and order and collection of excise and transport revenue. As such, virtually all the instruments of the State Government that operated at the local levels did so in conjunction with the Collector's office either formally or informally.

For many State Government bodies, the Collector had an important role in determining how, where and what quantity of their services were to be delivered. The Collector is the most recognized face of the administration; he is considered to be the principal representative of the government at the district level, who could be approached to solve virtually all problems ranging from land disputes, to scarcity of essential commodities, to inadequacy of relief in times of crisis, to community disputes and even to issues of family discords.

The Collector is the 'eyes and ears' of government and if not the 'friend, philosopher and guide', at least a 'corrector' and 'inspector' and 'ombudsman'. District Administration totally runs by the leadership of the District Magistrate through his various wings at the District set up. District administration and its organizational Structure and functions are mainly headed by the District Magistrate himself.

He is entrusted with a wide range of duties in the jurisdiction of the district.

## **AS COLLECTOR:**

- land assessment
- land acquisition
- collection of land revenue
- collection of income tax dues, excise duties, irrigation dues etc.
- distribution of agricultural loans
- Disaster management during natural calamities such as floods, famines or epidemics
- Crisis management during riots or external aggression
- Chairman of the District Bankers Coordination Committee
- Head of the District Industries Centre

## **AS DISTRICT MAGISTRATE:**

Acting as the District Head of the Executive Magistracy and overall supervision of law and order and security and some say in the police matters as Licensing and Regulatory Authority in respect of the various special laws such as Arms, Explosive and Cinematography Acts etc. in the District;

Supervision of the police and jails.

Supervision of subordinate Executive magistracy.

Hearing cases under the preventive section of the Criminal Procedure Code.

Supervision of jails and certification of execution of capital sentences.

Conduct of elections –for Parliament, State Legislature and Local Bodies as the Officer-in-charge of Disaster Management; as the guardian of public lands with the responsibility to prevent and remove encroachments which are often a source of tension between vested interests and the district administration;

Public service delivery, either by facilitating or directly delivering services assigned to the district administration from other departments.

## **Functions of the Different Organizations in the District Administration:**

### **Revenue Administration:**

The Collector handles all matters connected with land reforms and revenue administration including custody of government lands. The Collector of a district is in overall charge of land and land reforms work within that district. The District Land & Land Reforms Officer, having the powers of Collector, heads the Integrated Set up of Land & Land Reforms Administration in a district. The Collector of a district has the general power of supervision and co-ordination of works of the said Integrated Set up and exercises such statutory powers, as are, or may be, assigned to him in various statutes and rules: As a Collector this is the traditional function of the district magistrate. As the head revenue officer his foremost task is the assessment and collection of land revenue. In addition to these taxes of different types, such as irrigation dues, income tax dues, agricultural dues, canal dues, sales tax, arrears, court fees, excise duties on various commodities, stamp duties etc. are collected by his office. The collector assesses the amount of relief required in case of calamities. He also takes the relief work. Land may be acquisitioned for housing schemes, development projects etc. Land acquisition is another function of the collector. Preparation and maintenance of land records is an important function of the collector.

As a Collector, it is also his responsibility to hear the appeals in revenue cases against the decisions taken by the Tahasildars and other subordinate revenue collectors in the district.

**The irrigation department** generally makes out the “*demand lists of irrigation dues*” each season and sends it to the Collector or to his subordinate Revenue officers. Then the Collector with his revenue staff collects it.

**The assessment of Income tax** is made by the income tax officials who in fact are under the central government. They collect the income tax directly but they certify the arrears collection of income tax to the District Collector for recovery. Agricultural income tax which is also collected under the order of the District Collector.

**Sales tax** is also collected under the authority and responsibility of the District Collector especially for the collection of the arrears.

**The court fees** payable in connection with various judicial proceedings, such as the presentation of plaints, the issue of writs and other processes documents and the certified copies of proceedings. It also includes taxes leviable in the shape of revenue stamp on documents. The District Collector has good say in these activities.

**The excise duties** are of different kinds. In the district, an officer of the district officer’s staff is designated as the district officer’s staff. He supervises and controls the works of the excise inspectors. A number of other taxes like the taxes on motor vehicles, entertainment taxes etc. are also there which are collected under the supervision of the Collector.

The Collector is the controlling officer in respect of **the District Land & Land Reforms Officer**. Though the **District Land & Land Reforms Officer** has exclusive control over the organisation of the Land & Land Reforms Administration within the district, he functions under the general supervision and control of the Collector.

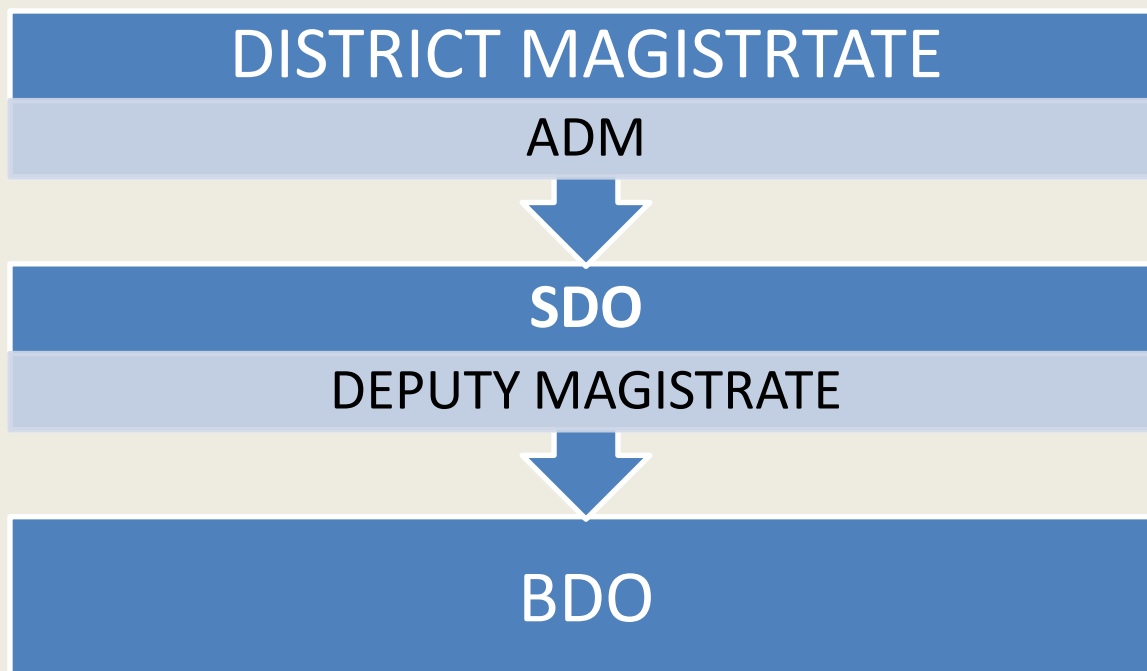
In each district there are four tiers of the Integrated Set up of Land & Land Reforms Administration namely, (a) *at District level*, (b) *at Sub-divisional level*, (c) *at Block level* and (d) *at Gram Panchayat level*. The District Land and Land Reforms Officer is assisted by one or more **Deputy District Land and Land Reforms Officers** and other technical and non-technical staff.

At the Sub-divisional level, there is a Sub-divisional Land and Land Reforms Officer performing the land related duties and responsibilities.

At each Block level, there is a Block Land and Land Reforms Officer. The overall charge of the land matters of this block lies under a **Block Land and Land Reforms Officer**. The Block Office has ordinarily three branches for works mainly relating to (a) *survey and settlement*, (b) *land reform, land management and land utilization*, and (c) *quasi-judicial matters*.

At the Gram Panchayat level, the Land and Land Reforms work is under the overall charge of a **Revenue Inspector** who is assisted by an *Amin*, a *Bhumi Sahayak* and such other staff as may be required from time to time. They work in various wings such as collection of land revenue, cesses and other Government dues, crop survey and agricultural census and such other works relating to survey and settlement, land reform, land management, land utilization, etc.

#### **District wise structure subordinate to District Magistrate:**



#### **Role of District Collector in the Health Sector**

NRHM is a programme which falls under the domain of the *Zila Parishad*. Under the scheme of *Rogi Kalyan Samiti* – the District Magistrate is the Chairman of the Board of Governance for management of the District Hospital – Guidelines of the MOHFW. In West Bengal, the core team at the District (to monitor the working of ASHA) is headed by the District Magistrate.

### **LICENSING REGULATORY AUTHORITY:**

The Collector is the licensing and regulatory authority under various special laws such as Arms and Cinematography Acts etc. in the district.

### **Disaster Management:**

The Relief/Disaster Management branch of the Collector's office deals directly with these functions. To assist him in this regard DDMO is appointed in the district level, SDMO at the Sub-Divisional level, BDMO at the Block level. DMD, Section is part & parcel of the District Relief Administration and to combat the disaster relates to natural calamity like Flood, Drought, Cyclone, Hailstorm etc. occurred in the district & in connection with the relief to implement its Order time to time so issued by the Government.

### **Power and duties of its Officers and employees:-**

Supervision of the work in connection with the distribution of Normal G.R., Spl.G.R. causing enquiries of H.B. Grant, to initiate the proposals of Ex-Gratia Grant, E.R. Grant, preparation of list of H.B. Grant (N.C.), Accidental fire, arrangement of carrying relief materials as well as maintenance of relief go-down & distribution amongst the distressed deserving candidates through P.R. Bodies, to maintain report and returns in every months including C.R.F. fund, particularly June to October – Daily rainfall report is to prepared along with discharge of water reports received from various dams, barrages & rivers is to communicate to the Govt. is mandatory.

### **Elections:**

The Collector is the District Election Officer for Parliament, State Legislature and Local Bodies. He acts as the Chief Returning Officer for elections to

Parliamentary and State Legislative Assembly constituencies and coordinates the election work at the district. He conducts all the election works in the district level, supervises them and co-ordinates them. Moreover, as he is the chief information officer it is his duty to collect all the necessary news and information and to dispatch them to the higher authority.

At the district level, **District level Core Committees** have been formed in all districts. The District Core Committee will be chaired by the District Election Officer and will be comprised of following members,

- Additional District Magistrate (Election)
- Additional District Magistrate (Zilla Parishad)
- Project Director, DRDC
- District OC Election
- District Nodal Officer(SVEEP)
- District Inspector of Schools (Primary)
- District Inspector of Schools (Secondary)
- DPO (ICDS)
- District Information and Cultural Affairs (DICO)

District Magistrate is the **District Election Officer** of every district. To assist him there is an **OC Election** at the district level. Deputy Magistrates and the SDOs perform as ERO and BDOs perform as AERO in the Block level. There is OC Election in each Block to assist AERO.

**Treasury Office:**

The district treasury comes under his control and officers attached to district treasury functions under his supervision .Treasury is basic unit and the focal point for the primary record of financial transaction of the Government in the District. Treasury is the king pin of financial administration in the State. All financial transactions of the State Government are carried out by the treasury. The Collector is over all in Charge of the Treasury and the Treasury Officer acts on behalf of the Collector and is directly responsible to him.

### **Food and Civil Supplies:**

The Collector has a direct role to play in the functioning of the Food and Civil Supplies Department at the district level. He oversees the implementation of the Public Distribution System and has powers to enforce provisions of the Essential Commodities Act and related Rules and Orders.

The major objectives of the department are:

- i) Guarantee food security for the vulnerable and poor sections.
- ii) Deliver higher quality of services to citizens via PDS.
- iii) Empower citizens in PDS and Food security.

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### **Information Technology:**

The Collector exercises superintendence over the District NIC Centre.

### **Census Officer:**

He functions as the District Census Officer responsible for the conduct of census operations once in 10 years.

### **Economic Development (Agriculture, Irrigation, Industry, etc.):**

Though, many activities/functions of these sectors stand transferred to PRIs and local bodies, the Collectors still have some role in many of these programmes. He chairs meetings of various Committees of Agriculture, Animal Husbandry, Veterinary, Sericulture, Handlooms, Textiles, Irrigation and Industries departments. Also reviews their activities in monthly/bimonthly meetings and coordinates among the departments.

### **Welfare:**

**The Collector** plays a very critical role in the execution of welfare programmes such as those relating to disability, old age pension etc. either through direct superintendence or through oversight.

### **As Development officer:**

The District Magistrate also is the **chief development officer** of the district. In such a capacity it is his duty to conduct all the development plans and projects of the district, make them successful and remove all the hindrances on its way, to put into effect the policy of democratic decentralization, to act as the chief liaison officer of the state government within the district and maintains close link with all the inhabitants of his district. The role of the district magistrate in the development has assumed greatest importance after the initiation of the development planning and the Panchayati Raj system. Several projects and programs of the rural development have been undertaken for the benefit of the cross section of the people and especially for the under privileged and downtrodden people.

Several schemes of development related to health, education, employment, housing, agriculture, marketing of agricultural products etc and some special programs for rural women, children and the youth are in full operation under the supervision of the District Magistrate. These programs aim at eradicating poverty and improving the living standards of the poor and helpless people. Besides, a number of projects, like DDP, DPAP, TDP, CAD, IRDP and many other important projects are undertaken. The district magistrate is responsible for the implementation of all these schemes. In fact, he is the captain, commander and leader of the developmental work of the entire district. Though major activities of this department stand transferred to the PRIs/ULBs, in some States, the Collectors till continues to be the nodal authority for some programmes. Under the National Rural Employment Guarantee Act, the Collector has been designated as the District Programme Coordinator in some of the States. The development role of the Collector became a focal point in India.

### **Role in Panchayat Raj:**

With the advent of Panchayat Raj the role of the district magistrate is to be viewed in terms of his position and relationship with the Panchayat system. He is not only the Chief Executive Officer of the Zilla Parishad.. He also looks after the functioning of the other two-tiers of the Panchayat body by providing necessary assistance and technical help and supervises to ensure that the priorities fixed in the plans are being adhered to. He also ensures that no conflict develops between the district administrative staff and the elected representatives of the Panchayats bodies and between themselves. The Chief Executive Officer would be the co-ordinator, the area specialist and the captain of the team of development officers at the district level. To assist him there is DP&RDO in the district level.

There are certain development subjects where substantial involvement of panchayats is not only possible, but essential from the point of view of ensuring efficient service delivery and people's control over programmes that aim at their development and welfare. Most important subjects where the logic of decentralization is very strong are: elementary education, adult and non-formal

education, primary health care, drinking water, sanitation, women and child development, civic services, roads and rural infrastructure that may include rural electrification.

The saying that the "tent is mightier than the pen" was probably coined to impress upon the Collector the need to mix with the common people and develop sympathy for their problems. It is emphasized today also.

The District Magistrate or the Collector is the **Chief Executive of a district**. He is responsible for running the administration of the district smoothly and properly. In fact, the district is the principal administration in India. The activities of the district administration practically covers a wide range and touches almost at every level the loves and activities of the people. The main task of the district administration is as such to implement programs with the active co-operation and support of the people of the district.

Thus the district administration has some special characteristics. Here the government comes into direct contact with the people and the problems that the district administration tries to solve are essentially local in their character.

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